



TRUSTEESHIP COUNCIL
 Twenty-seventh Session
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President: U TIN MAUNG (Burma).

Present:

The representatives of the following States: Australia, Belgium, Bolivia, Burma, China, France, India, New Zealand, Paraguay, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United States of America.

The representatives of the following specialized agencies: International Labour Organisation; Food and Agriculture Organization of the United Nations; United Nations Educational, Scientific and Cultural Organization.

Request for a hearing concerning Tanganyika (T/1568)

1. The PRESIDENT announced that a request for a hearing had been received from Mr. Zachariah, President of the Tanganyika Overseas Recruited Asian Government Servants' Union (T/1568). If there were no objections the request would be granted and the petitioner would be advised to come to New York.

It was so decided.

Examination of conditions in the Trust Territory of New Guinea (continued):

- (i) Annual report of the Administering Authority for the year ended 30 June 1960 (T/1561, T/1567, T/1569, T/L. 1010);
- (ii) Examination of petitions (T/PET.8/L.6)

[Agenda items 4 (d) and 5]

At the invitation of the President, Mr. McCarthy, special representative of the Administering Authority for the Trust Territory of New Guinea, took a place at the Council table.

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE REPRESENTATIVE AND SPECIAL REPRESENTATIVE OF THE ADMINISTERING AUTHORITY (continued)

Economic, social and educational advancement

2. Mr. RASGOTRA (India) said that he wished to obtain some elucidation of the Administration's policy with regard to economic development. According to the annual report,^{1/} the Administration was contemplating a reform of land tenure. He would like to know on what lines that reform was envisaged and whether the Administering Authority considered introducing the co-operative method not only into land holdings but also into agriculture, cash-cropping and so on.

3. Mr. McCARTHY (Special Representative) said that there had been no fundamental change in the matter since the previous year. The problem was a complex one which would take many years to work out. All land which was indigenous-owned, i.e. virtually all the land in the Territory, was owned or used under customary title, under which any piece of land was owned by a number of people. With the development of modern economic systems and methods of production, the Administration felt that some reform was necessary. For that reason the Native Land Commission was investigating land rights; once that matter had been settled a system would be developed for transferring the land in question to individual ownership.

4. With regard to the second part of the question, he knew of no movement to adapt co-operative principles to the system of land transfer and land ownership.

5. Mr. SALAMANCA (Bolivia) said that in his delegation's view the co-operative principle in land ownership was very well suited to the type of community to be found in New Guinea. He entirely agreed with the representative of India on that subject.

6. Mr. RASGOTRA (India) asked whether the special representative could say when the investigation was likely to be completed and whether any indigenous inhabitants were associated with the Native Land Commission or any other body concerned in the matter.

7. Mr. McCARTHY (Special Representative) said he did not know when the inquiries of the Native Land Commission were likely to be completed, nor did he think it would be possible to obtain an answer to that question.

8. With regard to the second part of the question, the members of the Land Commission were constantly in touch with the indigenous people, since it was only from them that the necessary information could be obtained. If the question related to the Land Develop-

^{1/}Commonwealth of Australia, Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1959, to 30th June, 1960 (Canberra, A. J. Arthur, Commonwealth Government Printer). Transmitted to members of the Trusteeship Council by a note of the Secretary-General (T/1561).

ment Board, the answer was in the negative. The Board was not a statutory body but an administrative organ set up to advise the Administrator and consisting of senior public servants who were concerned with land administration. Its meetings were of an *ad hoc* nature and its agenda was drawn up according to the needs of the time. The future of the Board was in some doubt; the Administration was considering the possibility of using some other approach to the problem of land legislation.

9. Mr. RASGOTRA (India) recalled the recommendation made by the Council at its twenty-sixth session (A/4404, p. 139) that the Administering Authority should consider reducing the maximum period of ninety-nine years for which it usually granted agricultural leases and should further ensure that the leases thus granted did not tend to become leases in perpetuity. His delegation was most anxious that the policy of leasing land to people of European or Australian descent on a more or less permanent basis should not create a situation of the kind which existed, for example, in certain Territories in Africa. He asked what the present position was in that connexion.

10. Mr. McCARTHY (Special Representative) observed that the system of ninety-nine year leases was in operation in Australia itself. The Government had the power to resume any land it required for its own purposes, either in Australia or in the Trust Territory. When that was done the Government ensured as far as possible that the owner of the lease or of the freehold was adequately compensated for the loss of the land.

11. The Government had given close consideration to the fact that any person occupying a piece of land required reasonable assurance of continuity in his ownership or lease. Without such assurance he would be unlikely to take much interest in developing the land. That was equally true of alien and of indigenous landowners.

12. In the Highlands in particular there had developed a partnership in experience between the indigenous people and the alien settlers, who were comparatively few in number. That partnership had been developed on the basis of work and land development which had been carried out in the first instance by the non-indigenous people. The result was that land development by the indigenous people on the basis of the examples before them and the lessons they had learned was rapidly outstripping land use and production by the non-indigenous people.

13. In view of the need for a reasonable guarantee of undisturbed occupancy, the Administration felt that the present leasehold system was the best it could devise for that purpose.

14. Mr. RASGOTRA (India) said that there could be no objection to land being leased to indigenous inhabitants in perpetuity, because the land essentially belonged to them and the Administering Authority was called upon to protect their interests.

15. The case of non-indigenous people was quite different; they might prefer to leave the Territory when New Guinea became independent. His delegation's misgivings arose from the fact that, despite all the observations and the recommendations of the Trusteeship Council, the Administering Authority continued to alienate land on the ground that it was ownerless, although no extensive investigations had been under-

taken to prove that any piece of land in the Territory was really ownerless. Year after year the Administration disposed of some 10,000 acres of land to non-indigenous groups. It was stated that land was also leased to indigenous people, but the ratio was disturbing. For example, during the year under review 538 acres had been leased to indigenous people and some 9,200 to non-indigenous people. The argument that the land acquired by the Administration was intended to constitute a pool for the benefit of the indigenous inhabitants was not borne out by the figures. He would like to know where was the necessity for leasing large areas of fertile land to non-indigenous people. It was true that their farming practices provided examples to be followed by the indigenous people, but there was no necessity to multiply such examples. He wondered why land could not be leased to indigenous people, perhaps to co-operatives, and their efforts subsidized by the Administration by means of technical advice, capital, tractors and so on.

16. Mr. McCARTHY (Special Representative) submitted that the case put forward by the Indian representative rested on several questionable assumptions. The first was that land alienated to the Administration was used for the benefit of non-indigenous people. That was not so. An increasing amount of the land in question was being used either by the indigenous people themselves through an accelerating land ownership plan, to enable them to produce cash crops, or by the Administration for the establishment of, for example, schools and aerodromes for the benefit of the indigenous people. Land leased to missions was used by the missions themselves for the benefit of the indigenous people.

17. The second debatable point was the suggestion that there could be development in such a Territory as New Guinea without some encouragement to capital, which was one of the great requirements of Papua and New Guinea at the present time. Government capital was flowing into the country at an ever-increasing rate, but there must be some inducement to attract private capital. For example, according to a recent survey of the coffee industry, some 100 acres of land and an expenditure of some £55,000 over a period of six years was required to develop an economic return. In view of the present elementary stage of the Territory's money economy, such development would not occur at all if it must wait until a sufficient number of indigenous inhabitants had that amount of capital.

18. Of the whole area of the Territory only some 550,000 to 600,000 acres were in use by non-indigenous settlers.

19. Mr. RASGOTRA (India) explained that he had no objection to the acquisition of land by the Administration for the building of schools, hospitals or aerodromes. The proportion of acquisitions for such purposes was, however, very small.

20. He had understood from the special representative's remarks that the Administration's policy was that all investment in the Territory should come from private sources. He asked whether that was in fact the case or whether it was also the Administration's policy to provide capital and machinery to assist indigenous farming.

21. Mr. McCARTHY (Special Representative) explained that it was not the policy of the Australian Government to invest government money in business

undertakings so as to exclude private enterprise, but rather to encourage private enterprise at the expense of government interference. Nevertheless, the whole economic framework in New Guinea at present rested largely on what might be called disguised government investment. For example, if an indigenous inhabitant wished to take up a plot of land he was financed by the Government to a large extent, subject to various conditions. In the Western Highlands there was a government herd approaching 2,000 head of very good cattle on government-owned land, the whole purpose of which was to encourage indigenous stock-breeders to start private enterprises of their own. As a result private enterprise was developing among the people themselves, with government assistance. Indeed, the whole Territory represented a vast government investment by the Commonwealth of Australia; although the Government did not itself establish business enterprises, government investment underlay the whole development of the Territory.

22. Mr. RASGOTRA (India) pointed out that of the £8 million or so invested annually by the Commonwealth Government in the Trust Territory, a large part was disbursed as salaries of government employees. A further part was expended on providing essential services but not much went into the development of agriculture as such. He asked what was the objection to developing, say, five cocoa farms, five coffee farms, five or six coconut farms and a rubber plantation which would serve as examples for indigenous and non-indigenous cultivators to follow and after a few years would furnish the Territory with substantial sources of revenue. He would like to know whether there was any objection on the Administration's part to competing in some degree with private investment in agriculture.

23. Mr. McCARTHY (Special Representative) replied that the Government was in fact doing, at least to some extent, what the Indian representative had suggested. He had already spoken of the cattle station for experimental and breeding purposes at the Baiyer River in the Western Highlands, where some 2,000 head of stock had been developed on government land at government expense by government officers, firstly to demonstrate the potentialities of such an undertaking in that area and secondly to provide training for indigenous people.

24. It was not the Australian Government's policy to establish government enterprises to compete with privately established enterprises. There were, however, exceptions to that rule; for example in the case of Commonwealth New Guinea Timbers, roughly 50 per cent of the capital came from private sources and 50 per cent had been provided by the Government. Generally speaking, however, it was not the policy of the Government to enter into competition with private enterprise.

25. Mr. RASGOTRA (India) said that while he was glad to note that 50 per cent of the capital of Commonwealth New Guinea Timbers had been provided from public funds, he would have thought that, as the enterprise was situated in the Territory, the investment should have been in the name of the Administration of the Territory rather than of the Government of the Commonwealth of Australia. He asked whether any arrangements were contemplated for the transfer of the holdings to the Government of New Guinea at some future date.

26. Mr. McCARTHY (Special Representative) replied that he had no knowledge of any such plans but that he would look into the matter on his return to Australia.

27. Mr. RASGOTRA (India) recalled that at the 1138th meeting the special representative had indicated that the sugar requirements for Papua and New Guinea were only a fraction of what, on the basis of experience in Australia, would be the minimum output for an efficient sugar mill. He hoped that that did not mean that plans for establishing a sugar industry in the Territory had been abandoned. He felt that the Government could enter the field without any danger of competing with private industry in the Territory.

28. Experiments in his own country had demonstrated that sugar refineries of an annual capacity of 10,000 tons could be operated profitably and, indeed, in successful competition with much larger mills. In addition to importing sugar, the Territory also imported sweets and alcoholic beverages which could be produced in the Territory should a local sugar industry be established. He asked the special representative whether the Administering Authority would consider establishing a small sugar refinery to be financed partly out of public funds and partly on a local co-operative basis. He attached particular importance to that point not because he felt that all countries should produce their own sugar, but because agricultural experts had found that the Trust Territory grew the finest varieties of sugar-cane in the world.

29. Mr. McCARTHY (Special Representative) assured the Indian representative that the matter of a sugar industry in the Trust Territory was not a lost cause. The Administering Authority appreciated the fact that Australian experience was not the last word in the matter; consequently, his Department had initiated a world-wide investigation into the economics of sugar production in the course of which the Indian experience would of course be considered. He hoped to be able in 1962 to report to the Council on the results of that inquiry.

30. Mr. RASGOTRA (India) expressed the hope that the investigation might lead to a constructive result.

31. Turning to the question of income tax, he asked whether he was correct in thinking that the personal tax levied on all male persons eighteen years of age and over under the Personal Tax Ordinance applied to the indigenous inhabitants only and was not levied on the non-indigenous people in the Trust Territory. If that was the case, the tax would be unfair in its application, for it would mean that an able-bodied indigenous inhabitant with an annual income of £24 would be required to pay £1.10.0 to £2 in tax whereas a non-indigenous inhabitant would pay no income tax at all on earnings of up to £105 a year.

32. Mr. McCARTHY (Special Representative) said that although, in the first place, the personal tax had been payable by all able-bodied persons within the categories indicated in the relevant legislation, it had been superseded by income tax in the case of the non-indigenous community, with the result that at the present time it was, to the best of his knowledge, levied only on indigenous inhabitants who did not pay income tax. He agreed that the situation to which the Indian representative had referred appeared to be anomalous and he regretted that he was not competent to discuss the principles on which taxation had been calculated.

33. Mr. RASGOTRA (India) expressed the hope that the new Legislative Council, which was competent to levy taxes and fix their rates, would try to rectify the injustice to which he had drawn attention.

34. With regard to import and export duties, he failed to understand why the former had been lowered. While the Council had been given to understand that the Territory produced its own food, he noted that the value of food imports had amounted to £3,285,608. He would like to know whether the Territory imported rice, wheat flour and fish and, if so, whether those foodstuffs were for the consumption of the non-indigenous inhabitants. If that was the case he felt that those commodities should be subject to import duty which the non-indigenous inhabitants could well afford.

35. He was not suggesting that heavy import duty should be levied on all goods entering the Territory. Machinery, transport equipment, fuels and lubricants, chemicals and other goods which would help the Territory to develop its industries should be exempt or carry a low rate of duty, while alcoholic beverages and tobacco should be heavily taxed. Moreover, he did not see why the Territory, which was a major producer of copra, should import soap.

36. He would also like to know why the system of import licences had been abolished. Since every effort should be made to raise the Territory's revenue, he thought that the lowering of import duties and the abolition of the system of import licences were detrimental to the Territory's interests.

37. Mr. McCARTHY (Special Representative) said that he was not competent to discuss the question of import licences. The decision not to impose import licences had been taken by the Australian Government after mature consideration and as part of its State policy; it applied not only to New Guinea but also to Australia itself.

38. As for the lowering of import duties, he would point out that arguments could be advanced for and against tariff protection. The basic approach with regard to imports into Papua and New Guinea was to levy lower duties on goods which were essential to, in considerable demand in, or in some measure produced in the Territory. Heavier duties were imposed on the imports of goods which were likely to compete with those produced by developing industries in the Territory.

39. If a heavy import duty was levied on rice, as the Indian representative had suggested, the burden would fall most heavily on the indigenous inhabitants, who were the main consumers of rice. Over a period of years the Administration had made very strenuous efforts to build up a rice industry in the Territory but the indigenous inhabitants apparently did not find rice-growing attractive and the experiment had not been a success. The rice crop in the Territory had dropped further to 300 tons in 1961. Despite that lack of success, the authorities had not given up their efforts to build up a rice industry.

40. With regard to soap, he could inform the Indian representative that Mr. Hasluck, the Minister of State for Territories, had stated on 10 May 1961 that the Government was favourably disposed towards the establishment of soap manufacturing in the Territory. Subject to the efficiency of the industry and to the price to the consumer being kept within reasonable bounds, it was prepared to consider from time to time measures

of assistance to enable the industry to compete successfully on the open market in the Territory.

41. Mr. RASGOTRA (India) said that it was his understanding that the vast majority of the people in New Guinea did not eat rice. That food was eaten by the non-indigenous inhabitants and largely by the 43,000 indigenous workers who no longer tilled their own fields but were given rations, which included rice. He suspected that the Administration's rice cultivation programme was also suffering from the fact that there was no incentive for the indigenous inhabitants to grow rice in the Territory because their crop would not sell.

42. He asked the special representative whether there were any restrictions on exports of goods produced in the Territory to Australia. It was his impression that the Territory was capable of exporting much more than it actually did and he had reason to think that the quota system stood in the way of such an expansion. The removal of that system and of any existing restrictions might perhaps result in an increase in the Territory's exports so that its trade balance would become favourable.

43. Mr. McCARTHY (Special Representative) said that he thought that various commodities were subject to certain minor restrictions. He could not give any details offhand but would look into the matter and report to the Council at a later meeting.

44. Mr. YIN (China) asked the special representative what progress had been made with regard to the formulation of proposals based on the broad principles for the reform of customary land tenure of which the Council had been informed at its twenty-sixth session (A/4404, pp. 138-139). He was under the impression that certain concrete steps had already been taken with a view to initiating reforms in areas where perennial cash crops were cultivated and where there was a high density of population.

45. Mr. McCARTHY (Special Representative) replied that he was not aware of any such proposals. A number of appeals in relation to rulings by the Native Land Commission were now before the Courts, whose findings would lead to the adoption of certain principles by which further development in that sphere would be guided. He would be unable to give the Council any details of further proposals by the Administration or clarify the concrete steps which had been taken in a few individual cases until the investigations before the Courts were completed.

46. Mr. YIN (China) recalled that at the Council's twenty-sixth session (1084th meeting) his delegation had expressed the hope that the Administering Authority might consider the practicability of setting up stabilization funds for cacao and coffee. He asked the special representative whether he could amplify the statement on page 137 of the annual report that, owing to special circumstances, it had proved impossible to work out any arrangements.

47. Mr. McCARTHY (Special Representative) replied that during the interval which had elapsed since the Council's previous session the Administration of the Territory and the Australian Government had given close attention to the question of marketing cacao and coffee. At the end of 1960 the Administration had asked the Bureau of Agricultural Economics to make a full investigation of the coffee industry. The facts supplied by the Bureau were now being closely studied

by the Australian Government. In its investigation the Bureau had received every assistance from the coffee planters themselves. Its report showed that the marketing of New Guinea coffee in Australia was a matter of major concern in view of the world surplus of that commodity. The marketing of coffee had been discussed in great detail on 22 March 1961, when representatives of Australian coffee manufacturers and of coffee growers from the Territory had met in Sydney, but as far as he knew no positive conclusions had been reached. Thus, although it had not proved possible or practicable to set up a stabilization fund such as formed the basis of the copra marketing system, the matter remained under very close investigation and he hoped to be able to report to the Council in due course the results of the measures now being taken.

48. Mr. YIN (China), referring to the account on page 73 of the annual report of the agricultural training schemes in the Territory, asked what were the criteria followed in selecting farmer trainees for courses at the extension centres. He would also like to know whether the training programme had proved effective and whether steps had been taken to ensure that the trainees would really be in a position to apply the advanced techniques acquired when they returned to their respective communities.

49. Mr. McCARTHY (Special Representative) said that the selection of farmer trainees probably depended to a large extent on the reports of the extension officers, particularly with regard to the approach to farming of the people concerned and their anxiety to improve their crops.

50. There was no loss of contact with the farmer trainees when they returned to their own villages, since possibly the most vigorous part of the work being carried out by the Department of Agriculture was through the Division of Agricultural Extension, which had officers working in all parts of the Territory, keeping in constant touch with the farmers. The Division included about 100 trained expatriate agricultural officers as well as two or three hundred other officers trained to a lower level.

51. Mr. YIN (China) asked whether the establishment of a paper industry in the Territory would be practicable, in view of the abundant timber resources.

52. Mr. McCARTHY (Special Representative) replied that he was not aware that the matter had been considered. He would raise the question on his return and would report subsequently to the Council.

53. Mr. YIN (China) recalled that the Council had urged the Administering Authority to seek ways of reducing wastage in primary education (A/4404, p. 145). Wastage still appeared to be very high, especially in respect of mission-operated schools. He would like to know what practical steps had been taken to deal with the problem.

54. Mr. McCARTHY (Special Representative) wished first to make it clear that no distinction was made in practice between mission schools and government-run and controlled schools, provided that the schools were efficient. The Education Ordinance provided for the so-called mission schools to become "recognized schools" and to receive government aid if they conformed to the standards of efficiency required by the Administration.

55. With regard to the question of wastage, many people in the Territory entered school at a much later

age than in more advanced countries and it was not to be expected that they would complete a normal school cycle; the apparent wastage in education would inevitably be high for many years to come. The Administration was, however, making increasing efforts in the development of education in the Territory. Late in 1960 the Government had called on the Administration to undertake, in addition to its normal school-building programme, a special programme for school buildings of various kinds. The special programme had by now been almost completed, native communities and students at technical training centres having assisted in the work. The project included 217 additional classrooms, thirty-four school dormitories, together with teachers' quarters and single officers' quarters.

56. Mr. YIN (China) asked whether the Administering Authority had discussed with the missions, as the Council had recommended at its twenty-sixth session (A/4404, p. 145), the possibility of pooling their resources and operating complete primary schools instead of schools comprising only two or three grades.

57. Mr. McCARTHY (Special Representative) explained that, although in certain areas the efforts of the missions were concentrated on the first and second grades, there were many thousands of children in mission schools who went on to the highest grades. The Administration took pains to avoid overlapping between the missions and the administration schools and there was constant discussion of that and other subjects in the Education Advisory Board, on which the indigenous people, the Department of Education and the missions were represented. There was a pooling of resources in the sense that the missions received very generous government subsidies and supplies of various kinds from the Government.

58. Mr. YIN (China) said that some time previously he had seen a news report suggesting that the kuru disease might be spreading into new areas. He would like to know the present situation with regard to that disease.

59. Mr. McCARTHY (Special Representative) said that as far as was known the kuru disease had manifested itself only in an area of the Highlands known as the Fore area. The disease was almost invariably fatal and took the lives of a substantial proportion of the people in the area; its cycle, which took about nine months, was marked by an apparent progressive deterioration which finally resulted in complete loss of physical or nervous co-ordination. The distinguished scientists who had been studying the disease were not agreed about its origin. One school of thought held that the disease arose from a genetic transmutation. The difficulty was that if the disease was due to such a transmutation, evidence of whether it might manifest itself in other areas would not be available until thirty to forty years had passed and it could be determined whether or not the factor causing the disease was present as a result of marriages and child-bearing outside the area in question. In an attempt to prevent the spread of the disease, the Administration had tried to cordon off the whole Fore area—a very difficult thing to do, seeing that there were 30,000 to 40,000 people involved and that the proper human rights of the people themselves must not be disregarded. It was not possible to predict whether later investigation might show that that measure was either unnecessary or impracticable.

60. Mr. BINGHAM (United States of America) asked the special representative to elaborate on his statement regarding the creation of a separate Department of Trade and Industry and to say whether it would be possible to use indigenous personnel in the functioning of that Department.
61. Mr. McCARTHY (Special Representative) explained that the decision to create the Department had been a recent one and that a determined attempt was at present being made to find a man of the greatest possible vigour and competence to head the Department. The development of the Department would naturally depend a great deal on the person appointed but the Administration's policy was to press forward in all departments with the appointment of indigenous officers and the provision of in-training positions for indigenous persons.
62. Mr. BINGHAM (United States of America) recalled that at the 1138th meeting the special representative had referred to the fact that during the year the number of factories in the Territory had increased from eighty-one to ninety. He wondered if the special representative could say what types the new factories were.
63. Mr. McCARTHY (Special Representative) explained that the word "factory" in that context was to be understood to mean an industrial establishment employing four or more persons and using motive power other than hand power. Manufacturing activities in plywood, oil crushing, paint, brewing, tobacco and cement production had been established and inquiries were in progress concerning the possible establishment of other secondary industries. The Administration's Production Bulletin No. 2 entitled "Secondary Industries" listed the following industries: first, aircraft maintenance, ship and boat building and repairing, motor garages; secondly, bakeries, biscuit manufacture, aerated waters, coffee, brewing of beer, manufacture of tobacco; thirdly, sawmills, plywood manufacture and joinery works; and fourthly, such factory processes as tire retreading, paint manufacture, printing and coconut oil processing. Factories in those categories were actually in existence; the Bulletin gave statistics of the number of people employed and so forth.
64. Mr. BINGHAM (United States of America) asked whether the question of land policy, and particularly the questions regarding long-term leases and so forth which had been raised by the representative of India, had been discussed in bodies which included indigenous persons, such as the local government councils, the Local Government Councils Conference and the Legislative Council.
65. Mr. McCARTHY (Special Representative) said that the subject of land, land ownership, land use and land development received fairly constant consideration in the Native local government councils. He could not give precise details of the discussions in the Local Government Councils Conference forthwith but would provide that information later if it was required. He was not aware of any particular discussion of the matter by the indigenous representatives in the Legislative Council but there must have been some general discussion of the subject during the consideration of the various bills that had come before the Council.
66. Mr. BINGHAM (United States of America) expressed the view that the question was one in which long-range and short-range considerations might conflict and in which certain apparent political dangers might be offset by the advantages of economic development and the attraction of capital. The question seemed to be of the type which could be most profitably discussed by representatives of the indigenous population.
67. Mr. McCARTHY (Special Representative) agreed that the question was an extremely complex one; one of the reasons why the Administration had found it difficult to progress in the field in question as rapidly as the Trusteeship Council might have hoped was that its decisions would have far-reaching and, in many senses, irrevocable consequences.
68. Mr. BINGHAM (United States of America) recalled the special representative's reference (1138th meeting) to an increase in the minimum cash wage for unskilled workers from twenty-five to thirty shillings a month at the beginning of the second year of employment. Reference had also been made to a recommendation of the Native Employment Board that the minimum cash wage in Rabaul and Lae should be set at £3 a week. He wondered if the special representative could explain the apparent discrepancy in those figures.
69. Mr. McCARTHY (Special Representative) explained that the minimum cash wage for unskilled workers had been raised from twenty-five to thirty and thirty-five shillings a month, based upon the year of employment—in addition to rations, quarters, medical assistance, clothing and the like. That applied generally to rural workers carrying out a single and unskilled type of work. It had become apparent to the Administration that a completely different set of conditions was developing in the most urbanized areas in the Territory, where indigenous people were gathering and acquiring needs which were not felt in rural areas. To meet that situation, the Native Employment Board had acted as the mediator in the conclusion of an agreement between employers and indigenous employees, ultimately sanctioned by the Administration, for a minimum cash wage of £3 per week for urban workers in Port Moresby, Lae and Rabaul. Negotiations were proceeding for the expansion of the agreement to other areas such as Madang.
70. Those were the wage conditions at one end of the scale; at the other, indigenous officers in the Third Division of the Public Service were earning £1,000 and more a year, while still greater sums were being earned by indigenous tradesmen and business men operating on their own account. Between those two extremes there were the Administration servants who earned up to £200 or £300 a year and workers of the Auxiliary Division, whose scale of wages ranged up to about £630 a year, plus a small cost-of-living allowance.
71. He would add, in particular reference to the question the representative of Paraguay had asked at the 1141st meeting, that there were special conditions for men working on a day-to-day basis; in the type of work which had been under discussion, such a man was required to receive not less than two shillings a day together with rations and other attention.
72. Mr. BINGHAM (United States of America) said that his delegation had been glad to learn that the Madang General Hospital had been completed early in 1961 and that construction of a general hospital at Wewak was to be completed during the year. He asked what was the situation with respect to the employment and training of indigenous persons in hospitals.

73. Mr. McCARTHY (Special Representative) said that special attention was being given to that matter. At the highest academic level were the assistant medical practitioners who were trained at the Suva Medical School to a standard about half as advanced as that attained at medical schools in Western countries; some formed part of the staffs of big hospitals and others worked independently as medical officers. Training courses for nurses were given at the Nonga Hospital at Rabaul and at Port Moresby. The present medical school at Port Moresby would eventually develop into a university that would provide a medical education meeting full professional standards.
74. Mr. BINGHAM (United States of America) asked whether the Administering Authority was taking any action in line with the recommendation made by the Trusteeship Council at its twenty-sixth session that an intensive programme should be undertaken to combat malnutrition in the Territory (A/4404, pp. 143-144).
75. Mr. McCARTHY (Special Representative) said that it would not be correct to suggest that widespread malnutrition in the usual sense of the word existed in the Territory. Rather, there was a tendency on the part of various groups of inhabitants to live almost exclusively on one type of food. That situation could best be corrected by continuing to improve agricultural methods and to develop a greater variety of crops.
76. Mr. BINGHAM (United States of America), noting that elementary school enrolment in the Territory was still relatively low, asked how soon some form of education was provided once the Administration had established control in a given area.
77. Mr. McCARTHY (Special Representative) said that one of the earliest steps taken in such cases was the establishment of schools.
78. Mr. BINGHAM (United States of America) asked whether the facilities for intermediate and secondary education were sufficient to accommodate all those who desired such schooling and possessed the necessary qualifications.
79. Mr. McCARTHY (Special Representative) said that, generally speaking, they were at present adequate. The education programme the Administering Authority was carrying out would, however, create a need for greatly increased facilities and plans were being made to deal with that problem.
80. Mr. BINGHAM (United States of America) asked whether the Administration was employing community development techniques in the work of its Division of Extension Services.
81. Mr. McCARTHY (Special Representative) said that particular attention was being given to the community development approach in the general field of village betterment and education. He would like to read extracts from a short paper on that subject at the next meeting.
82. Mr. SALAMANCA (Bolivia) asked the special representative what the original customary law was with regard to land ownership in the Territory and whether it was clearly defined.
83. Mr. McCARTHY (Special Representative) replied that there was no original customary law as such. Custom with regard to land ownership and use varied from place to place and from tribe to tribe. It was not clearly defined in any sense and it was a major problem of the Administration to ascertain and codify the custom obtaining in various areas.
84. Mr. SALAMANCA (Bolivia) asked whether the Administration had a manual of customary law to follow in its work of codification and whether any preliminary codification had been made on the basis of the practices prevailing in relatively advanced communities.
85. Mr. McCARTHY (Special Representative) replied that a preliminary codification had been made in certain areas on the basis of the work of the Native Affairs Officers and the Native Land Commissioners.
86. Mr. SALAMANCA (Bolivia) asked whether it was possible for a community to register its rights to traditionally occupied land or whether registration was carried out entirely on an individual basis.
87. Mr. McCARTHY (Special Representative) said he did not think that registration by communities was possible. As he understood it, land was registered after the Native Land Commissioners had completed their work.
88. Mr. SALAMANCA (Bolivia) observed that he had asked the question because in some under-developed communities there was no clear concept of individual land ownership, but rather a system of tribal ownership in which the chief apportioned the land.
89. He asked what limitations were imposed on the Administration with regard to the acquisition of land.
90. Mr. McCARTHY (Special Representative) said that the Administration imposed certain limitations on itself. Only the Administration could acquire land from indigenous owners; hence expatriates could purchase land only from the Administration. Before acquiring land, the Administration always satisfied itself that there was a need for the land in question, that the latter would not be required for the purposes of the indigenous inhabitants in the immediate or foreseeable future, and that the indigenous owners of the land were prepared to sell it. Those principles were observed so scrupulously that, to cite one example, the construction of a new airstrip at Rabaul had been delayed for some years because the indigenous owners of the required land had refused to sell it.
91. Mr. SALAMANCA (Bolivia) observed that it appeared from the annual report that the Administration was empowered to supervise sales of land and transfers of title; furthermore, the special representative had just stated that expatriates could acquire land from the Administration. The statement on page 62 of the annual report that, under the Land Ordinance, the Administration could acquire land for any public purpose which the Administrator deemed to be necessary showed that the Administration's power in that regard was unlimited. On the one hand, the customary land rights of the indigenous inhabitants were vague and difficult to establish; on the other hand, the Administration was empowered to supervise the transfer of land. Hence, there appeared to be an unequal balance between the rights of the Administration and those of the indigenous communities. That situation was an outgrowth of the Administration's policy of declining to grant recognition to community rights of land ownership.
92. He asked what taxes were levied on the thirty or forty private companies in the Territory.

93. Mr. McCARTHY (Special Representative) said that he would obtain that information for the Bolivian representative.

Statements by the representative of the Union of Soviet Socialist Republics and the representative of Belgium concerning the Trust Territory of Ruanda-Urundi (concluded)*

94. Miss TENZER (Belgium) recalled that at the 1138th meeting the Soviet representative had asked whether the Belgian Minister for Foreign Affairs had

actually made certain statements regarding the elections in Ruanda-Urundi attributed to him by the news agency France-Presse. She was authorized to inform the Council that no such statements had been made. Moreover, there had been no statement by the Minister to France-Presse or any other news agency. She then quoted, for the Council's information, an article in the 3 June 1961 issue of the Brussels newspaper Le Soir, which had reported that the conversations between the United Nations Commission for Ruanda-Urundi and the Belgian Minister for Foreign Affairs had taken place in a friendly atmosphere characterized by understanding and the desire for mutual co-operation.

The meeting rose at 6.5 p.m.

*Resumed from the 1138th meeting.